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ABSTRACT

Proceedings from a workshop for community leaders on litter control held in Painesville, Ohio on December 2, 1981 are presented. Complete and abbreviated texts of the different sessions provide an overview of litter control information, issues, and programs in Ohio. Topics covered include results from a statewide study of the amount and content of Ohio's litter, prior efforts to solve the problem, approaches used in other states to control litter, reasons why people litter, services from the Ohio Department of Natural Resources Office of Litter Control, procedures for organizing a local litter campaign, exemplary programs, and low cost approaches to change. (DC)

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PROCEEDINGS

COMMUNITY LEADER'S LITTER CONTROL WORKSHOP

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December 2, 1981
Lake County Center
Painesville, Ohio

Sponsored by

THE OHIO COOPERATIVE EXTENSION SERVICE
Community and Natural Resources Development
The Ohio State University

in cooperation with

THE LAKE COUNTY COMMISSIONERS

and

THE OFFICE OF LITTER CONTROL
The Ohio Department of Natural Resources

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All educational programs and activities of the Ohio Cooperative Extension Service are available to all potential clientele on a nondiscriminatory basis without regard to race, color, or national origin.

INTRODUCTION

The Ohio State University Cooperative Extension Service provides continuing educational programs in Community and Natural Resource Development, Agricultural Industry, Home Economics, and 4-H/Youth Development for the citizens of Ohio. Major emphasis is given to economic development and to related social and cultural needs of people in the state.

The Ohio Cooperative Extension Service community development program has a long history of working with local leaders for community improvement. Local groups working together do make a difference in the quality of life in our communities. Some of the topics where Extension has assisted includes: land use and development policy, community services, tax structure and fiscal management, community health and safety, economic development, crime prevention, energy utilization and conservation, housing, outdoor recreation, and pollution control.

During the late 1970's, litter control appeared as a statewide issue. The result was the 1980 legislation creating a comprehensive program to deal with the problem. We are happy to be a part of the educational effort to cause a positive change in littering habits.

Many communities are faced with the problem of where to begin and how to carry out a comprehensive litter control program. The following proceedings of the Lake County Workshop can serve as one reference.

The Office of Litter Control, Ohio Department of Natural Resources which provided funds for this educational program can also provide assistance through the Technical Assistance, Community Grants and Public Education sections of their office.

Extension will continue to work with community leaders and other civic groups in addition to education programs through the more than 200,000 4-H members and in-school programs to clean up Ohio Literally.

Paul R. Thomas
Assistant, Director
Community & Natural Resource Development
Ohio Cooperative Extension Service
The Ohio State University

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RESULTS OF THE 1981 OHIO STATEWIDE LITTER STUDY

Ann W. Crowner

The 1981 baseline Ohio statewide litter study was conducted by SYSTECH Corporation of Xenia for the Office of Litter Control. We were required under provisions of the Ohio Litter Control Law of 1980 to determine the amount and composition of roadway and recreational area litter by item count, weight and volume.

The purpose of this baseline study was to develop estimates of litter amounts and littering rates. The information from this study will be used in selecting the most effective approaches to litter control, determining trends in litter reduction resulting from litter control programs and determining the quantities of recyclable material in litter.

We asked the consultant to design the study so that the results would be reported with a 90 percent confidence level. In addition, they have reported the actual variability of the data. Many previous studies have not done so, making it difficult to determine the validity of the results. We believe our study has significantly advanced the state-of-the-art as to the conduct of litter studies. Because our design and methodology differed from those used in previous studies, it is not possible to compare the results of this study with other studies.

ROADWAY LITTER STUDY

A total of 208 sites were selected randomly from all classes of Ohio roadways. Each site was sampled twice, once to collect accumulated litter and the second time to collect fresh litter deposited during the two weeks between collections. The initial roadway site collections were made from June 8 through June 19, 1981. The second collections occurred from June 22 to July 3, 1981.

For the roadway area survey, there were 35 categories of litter counted, 17 categories weighed and 6 categories measured for volume.

Accumulated Roadway Litter

Results of the study show there are 199 pounds of litter on the average mile of roadway in Ohio or 1,815 items of litter every mile. Using the Ohio Department of Transportation's figure of 110,065 miles of roads in Ohio, we can estimate that accumulated roadway litter exceeds 200 million items weighing 22 million pounds. This is enough litter to fill 151 boxcars in a train one and one-half miles long.

The composition of accumulated litter by item count is approximately 25 percent plastic; 23 percent metal; 23 percent paper; and 12 percent glass. By weight, 35 percent is glass; 15 percent metal; 12 percent paper; and 7 percent plastic.

Fresh Roadway Litter

The average mile of roadway has 165 items or almost 23 pounds of fresh litter deposited each week. By item count, 29 percent of the fresh litter is paper; 24 percent plastic; 19 percent metal; and 8 percent glass. By weight, 31 percent is glass; 17 percent metal; 12 percent paper; and 7 percent plastic.

Using 110,065 miles of roads in Ohio, we can estimate that there are over 18 million items or about two and one-half million pounds of litter deposited each week on Ohio's roads. This is enough litter to fill 17 boxcars each week.

Percent of Total Litter for Some Category Groups

We asked the consultant to look at recyclable materials. For this purpose, the following categories were used: all glass, all metal, newspapers, cardboard and tires. Using these categories, about 58 percent of fresh litter by weight has the potential to be recycled. Plastics can be recycled also. However, the plastics category was not broken down into recyclable and nonrecyclable components because of the extra time it would have taken in the field to determine which plastic items were recyclable.

Beverage-related items make up about 31 percent of the accumulated litter and about 21 percent of the fresh litter. Most of the beverage-related items are nonreturnable. There are two times as many metal cans as there are glass bottles. Plastic soft drink bottles make up less than 0.1 percent of the total item count for both accumulated and fresh litter.

Total packaging makes up about 28 percent of the accumulated litter items and 34 percent of the fresh litter items. There is slightly more plastic than paper packaging on Ohio's roadways. Fast food packaging is about 8 percent of the accumulated litter and over 13 percent of the fresh litter.

Cigarette packs are approximately 5.5 percent of accumulated litter and 8.5 percent of the fresh litter items. About five percent of the accumulated litter items and less than one percent of the fresh litter items are tires.

RECREATIONAL AREA LITTER STUDY

From August 10 to September 4, 1981, initial and follow-up samplings were conducted at picnic areas, beaches, marinas,

parking lots, public facilities and campsites in 18 randomly selected state parks. Litter from each area was collected for eight continuous days. The litter collected on the first day represented litter that had accumulated in that particular area. The litter collected daily for the next seven days measured weekday and weekend deposition.

For the recreational area survey, 40 categories were counted, 17 weighed and six measured for volume. The five new item count categories were pull tops, two types of bottle caps and two types of picnic items. A preliminary survey had shown that higher amounts of these items would be found in parks as opposed to on highways.

More litter was found on picnic grounds, marinas, beaches and campsites than in parking lots or public facilities. Correlation analyses showed no relationship between such descriptors as the number of picnic tables or parking spaces and the amount of litter.

CLOSING

So, what has the study told us? Before the study was done, there was much conjecture as to how much litter was in Ohio and where it was. In addition, the results of litter studies in other states were being applied to Ohio.

We now know the composition of litter on Ohio's roadways and in specific recreation areas. We know that no one specific type of litter predominates; all of us are responsible for the problem. And we know that other studies should not be used to describe Ohio's litter problem because each state's population, size, geography, litter stream composition and littering rate makes such comparison meaningless.

The purpose of this baseline study was to develop estimates of litter amounts and littering rates. We have achieved that objective. Now the information from this study will be analyzed to help us in selecting the most effective approaches to litter control.

PRIOR ATTEMPTS TO SOLVE THE PROBLEM

Harland Hale

Let me just indicate at the outset that my comments here will be brief in that when I interviewed for this position I indicated quite clearly that I am not an expert in litter. Of course, their immediate response was "well don't feel bad, no one is." So indeed, my expertise, if any, has been garnered by my experience during my stay with the office. John asked me to make brief mention of prior attempts. Up until this point, there has been no comprehensive approach to litter problems in this state. Litter has been an increasing problem for the last 20 years as has been previously mentioned. It's been caused by a rise of urbanization, the throw-away society, the lack of returnables, the easy means of transportation and human nature in that we don't view it as a crime. It's been a common thing especially along roadways, to discard litter at any particular point and not dispose of it properly. So the lack of social consciousness and the rise of urbanization have been major causes of litter in the state.

Prior attempts to solve the litter problem in the state have been brief and piecemeal. They've been both preventive in the sense that there have been portions of litter laws signed and garbage containers to prevent litter, and secondly there have been remedial attempts such as the county engineers sending out a crew to pick up litter. The State Dept. of Transportation has made an attempt to pick up along their roadways. So at this point, there has been no comprehensive approach to focus on the problem and remedy it.

Another thing that has not been available up to this point is recycling. Recycling, I think, is one of the keys to Ohio's litter problem. Up to now it's been unprofitable to recycle given the relatively low cost of virgin materials. With inflation and scarcity, there is a lack of some virgin materials. They have risen in price so drastically that now it is profitable for certain items to be recycled. Another reason for littering, and more so in the last ten years, has been the environmental push regarding illegal dumps. Back when I was a child, every little town had a county, city or a township dump. And those were pretty widespread; there was one within five miles of everyone's home and they were basically cost free. A person would go there and dump all their garbage with no fee. Since the environmental push has come, the EPA has closed nearly all the local, township and city dumps and have created instead county-wide landfills. Obviously, the one county-wide landfill has caused a great deal of litter-in that a person is not willing to drive 25 miles to a landfill with a dump charge, vis-a-vis the old dump where they could use it virtually cost free. With these reasons behind litter and secondly, the prior attempt for this has been minimal at best. Much of the prior work has been done

by non-profit organizations and community organizations. They organized a cleanup day and picked up litter, or for example, when I was young, the local Kiwanas Club made garbage containers specifically for our little town and placed them in the downtown area. Again, up until this point, there has been really no true focus on the problem. The alternative approach to requiring everything to be returnable, we feel is a comprehensive program. Litter encompasses more than bottles and cans, so we try to focus on all of it to handle more of the total litter problem.

The particular laws that were on the book prior to the Litter Control Act were piecemeal and addressed few of the problems. For instance, there were laws regarding littering in waterways, littering on roads, and so on. It was difficult at that time for law enforcement officers to figure out which law was to be cited. For example, if someone dropped something beside a stream, it was difficult to decide if the litter was in the stream, beside the stream, on the roadway, or where the jurisdiction was to enter on the citation.

Realizing that problem, the legislature repealed all those provisions and passed one litter law which was contained in 3767.32. Basically that prohibits the littering of any type of item. The items set forth are rather lengthy. Basically it prohibits littering of and on everything except the owner of a private property. The private property owner can litter on his own property and not be in violation of section 32 unless a health hazard is created. That, I guess, is the "Home is the castle" theory and that's the reason it was exempted from the provisions. However, one thing to note, if someone wanted to run a junkyard on his property, it can be approached through a nuisance type statute. The difference being that it would be filed by the prosecutor's office. Those provisions are also contained in 3767 but they're in .02 exactly as they were in the prior provisions for numerous years. Having been a former county prosecutor, I know that those do work, and indeed when I was a prosecutor they were usually filed on people who ran private and unlicensed junk yards, or secondly, on gas stations cited for junking ten to twelve vehicles out back. So the nuisance law is fairly comprehensive with respect to the private property problems.

ALTERNATIVES BEING TRIED IN THE UNITED STATES

Beth Marshdoyle

Before we could develop a comprehensive litter law - the Ohio litter law - we needed to look at other states to see what they were doing and what was working. There are 23 different kinds of programs throughout the country. I'm only going to go through those programs which are the most closely related to what we developed. One state we looked at was the State of Washington. They have had a program there since 1971. It is the oldest comprehensive litter control program in existence in the United States.

Washington has a similar program in that they tax corporations that contribute to the litter stream. By this I mean those corporations that produce glass, fast food restaurants, all those kinds of things tossed out as litter contribute to the litter stream. But Washington's tax is only on those corporations - and I'll explain more about Ohio's tax later.

One of the identifying features of the Washington program is Cascade Jack. He goes around to different parks and talks about litter control. We have nothing like that for Ohio, but different counties and communities have developed their own "mascots."

Another state program we reviewed was Massachusetts. Their program is a more recent one and is totally independent of the public sector. The beverage corporations were opposed to the "Bottle Bill" which had passed the general assembly and was vetoed by the governor. Government was approached by the beverage industry who felt they had an alternative. They entitled their program "The Corporations for a Cleaner Commonwealth." The goal of this program was to implement grants and develop an education program and encourage recycling.

Governor King in Massachusetts gave the corporations three years to implement the new program. It took them about a year to start their program. Their emphasis again is on education and litter pick-up--they are very big on the summer programs for youth going out and picking up litter along the state highways. These youth are paid minimum wage by the beverage corporations. Ohio has a similar program in that we do have grants awarded for pickup contests involving youth.

Another program we looked at was Virginia's which has been in operation since 1976. Someone told me he was driving along a highway in Virginia and someone in his car littered. What happened? He was pulled over to the side of the road and the police officer said, " In Ohio you can litter, but you don't do that in Virginia!" and handed him a $20.00 fine. Their program is very strong on law enforcement.

Virginia has a tax structure somewhat similar to ours--with a mandatory tax on the litter stream and additional funding from general revenue. Their program has been very effective. With a comprehensive mass media/educational approach. Right now they have 66 cities involved in their Clean Community System or the Virginia Model Litter Control Program. The "Model Litter Control Program" has been developed with localization in mind. Cities review the models and determine which program is best for their city. For example, a small city wants to start a program. The model then gives them step-by-step procedure on how to determine their litter problem, how to recruit for their program, how to obtain equipment, etc. By the way, Ohio is developing a similar model program which should be in effect by next year. So if a city like Mentor decided they did not want litter control funds but wanted to start a program, they could call OLC and we would send a newly developed manual on how to implement a litter control program based on different situations.

During a prior presentation, someone asked about Michigan. The question was about their litter survey and I think Ann had a great answer for you...you can't compare the data. By the way they did pass the bottle bill. That means that when you buy a bottled or canned drink, you pay deposit to be sure it will be returned. One of the fears of this legislation is economic--it would cause layoffs from producers of glass; the high technology jobs would be exchanged for unskilled labor or lower paying jobs of driving trucks. That is exactly what they have experienced. As far as litter goes, they have seen a 95 percent reduction in their glass and cans according to their study - again, as Ann said, that is very different from our study and we cannot compare the two. But, what they have reported is that the Bottle Bill did not affect the overall litter problem. The other categories such as paper have increased.

So, in closing, if you want to compare Ohio with Michigan, then, you should compare programs. Ohio's litter control program is comprehensive in its approach and addresses all forms of litter, not just bottles and cans.

That completes my overview of litter control programs in other states. If there are any questions on these programs, I'll try to answer them.

There are 54 bills in 23 states dealing with litter control. This is a general breakdown of the different types of laws.

Litter Control/Recycling

	(Date Effective)
Alaska	7/1/80
California	1/1/78
Colorado	7/1/78
Hawaii	1/1/79
Nebraska	10/1/79
Ohio	7/14/80
South Carolina	5/5/78
South Dakota	3/2/74
Virginia	5/12/76
Washington	5/21/71

Forced Deposit

	(Date Effective)
Connecticut	6/29/79
Delaware	*
Iowa	7/1/79
Maine	1/1/78
Michigan	12/3/88
Oregon	10/1/72
Vermont	7/1/73

"Carrier" Ban

Alaska	7/1/80
California	9/17/79
Delaware	*
Maine	1/1/78
Oregon	9/1/78
Vermont	1/1/77

Pull-Tab Ban

Alaska	7/1/80
California	1/1/79
Delaware	*
Hawaii	10/1/79
Iowa	7/1/79
Kansas	1/1/82
Maine	1/1/78
Massachusetts	6/1/79
Michigan	12/3/78
Minnesota	1/1/77
Montana	1/1/82
Nebraska	7/1/82
New Mexico	1/1/83
Ohio	7/1/80
Oregon	10/1/72
South Carolina	5/5/78
Tennessee	3/1/82
Vermont	1/1/77 (expanded 1/1/81)

* Only effective 60 days after passage of similar legislation by Pennsylvania and Maryland ("contiguous states" provision).

"Carrier" ban (ban on plastic ring holders) refers to non-biodegradable carriers. Oregon further defines their restrictions by stating the ban on carriers which will not decompose by photobiodegradation, chemical degradation, or biodegradation within 120 days of disposal.

South Dakota has a "container limitations" law.

Legislation Repealed And/or Ruled Unconstitutional

State	Description	Effective	
Arkansas	Litter Control	3/17/77	Repealed (8/3/77) in special session
Connecticut	Funding of Litter Control Act	2/4/81	Repealed
	Dislocated Workers' Fund (in forced deposit law)	4/13/81	Repealed
	Entire Litter Control Act	4/24/81	Repealed
Hawaii	Plastic Container Ban	1/1/79	Ruled Unconstitutional Repealed
Kentucky	Litter Control/ Wholesaler Only Assessment	6/17/78	Ruled Unconstitutional
Minnesota	Plastic Milk Container Ban	7/1/77	a. Ruled Unconstitutional State Supreme Ct., 9/7/79 b. Ruled Constitutional U.S. Supreme Ct., 1/22/81 c. Repealed in State, 5/8/81

WHY SHOULD I?

John D. Rohrer

At this point I hope we can agree we do have a problem. This is evidenced by the study reported by Ann Crowner. It is obvious by driving along interstate highways, we know it as we pass through town. A quick glance will show the problem in our neighborhood--and all too often we see it in our front yard(s).

The problem is given credence with longstanding law against litter in Ohio and other states.

The "new problem" was noted by James Kundell in his report to the Georgia legislature in 1979, when he accused the "increased mobility, a shift in packaging from returnables to disposable containers, and an increase in fast food and beverage outlets using potential litter materials" for the increase in illegal trash disposal.

Mostly within the past five years many states have legislated new laws to come to grips with the menace. They range from a ban on pull-tabs on cans to a forced deposit or ban on all non-returnable beverage containers.

Because this kind of legislative experience is so new, the impacts to business and the economic dislocations are still being debated. The constitutionalities of certain laws have been challenged. At this time 54 litter bills taxing or banning certain items passed since 1971, are in effect in 23 states. Local groups are active in combating litter in all 50 states.

A film available from the Office of Litter Control entitled "Pitch-In" has Jonathan Winters starring in a variety of roles showing types of people who litter.

1. Tough guy - "Tough guys do what they want to do." Littering is anti-establishment, if you will.

2. Teeny-tiny litterer - just little things like gum wrappers that "don't matter."

3. Boom-boom - is the athletic type who likes the challenge of shooting for the basket, but not energetic enough to pick up the ones he misses.

4. Finally, lazy-lard lardo - just can't make it to the litter basket.

Gallup did a survey and listed reasons for littering. Litterers tend to be careless, thoughtless, inconsiderate and lazy. The people:
- have little sense of responsibility and
- do not carry litterbags in their cars or boats.

Often there are:
- too few litter baskets available and
- laws against littering are not well enforced.
- The public at large is generally indifferent towards the culprits.

Heberlein in his thesis on littering behavior picks up on these last two points of attitude and enforcement. He points out it is entirely rational from an individual perspective to rid oneself of valueless material - particularly when the societal attitude is indifferent. We all litter; it is just where, when and the degree of littering that varies. Sometimes we are taught to litter. While on a recent tour of an entertainment area, I was looking for a litter basket. The guide said, "Just throw it down, that's what the custodians get paid for."

How can littering be reduced? The basic approaches adopted by Ohio to stop littering are:

1. Public education to teach people that littering is harmful, unsightly and costly.

2. Encourage recycling to preserve resources and create a new waste management ethic.

3. Provide plenty of litter baskets and litter bags in every car and boat.

4. Strict enforcement of litter laws

You can note the basic approaches do not include the economic incentive of a deposit on a one-way beverage container. Packaging and over packaging from toothpaste to six washers in a plastic and cardboard "handipak," are an inexhaustable supply of potential litter materials. Surveys have shown up to 80 percent of litter is from non-pedestrian or non-motorist sources. We will never have a deposit on most items that can end up as litter. We need to focus on other motivations to: (1) avoid littering, and (2) clean up what's littered.

Psychologists see most human needs as non-material (see Abraham Maslow's "Toward A Psychology of Being" 1978). Maslow sketches an entire theory of personality around needs of a non-materialistic nature.

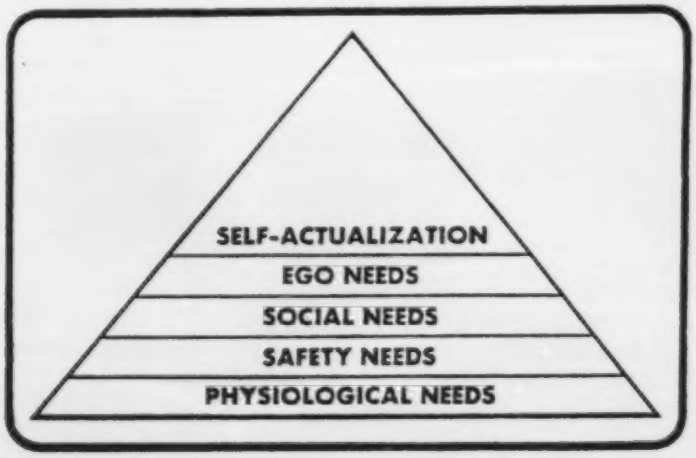
Erich Fromm describes the evolving personality as progressing from "having" to "being."

We expand the calculus of self-interest until it increasingly is coterminous with group interest and finally "species self interest," i.e. whole human family.

Economic theory focuses on the "allocation of scarce resources" and tends to show only motivation by individual self interest. Altruistic behavior is not recognized by the purist except for acknowledging "preference" or "long term self-interest in disguise."

Does economic incentive direct all that we do? In Wealth Addiction (1980) by Philip Slater, he states that "We (do many things) explore, build, care for others, raise food, families - without getting paid for it and always have." If we can admit we do some things without direct material compensation, can we include litter cleanup or a non-littering behavior in this category?

Let's take a quick look at one motivational construct and then apply this to community and possibly even litter control. Maslow, referred to earlier, used a triangle construct to explain needs of people. He felt that mental illness, or neurosis was a symptom of lacking something or an absence of meeting basic human needs. He put them in a hierarchy.



(A brief discussion was held to explain and demonstrate the hierarchy of needs. For further information see A. Maslow, Motivation and Personality, New York City, Harper and Row, 1954.)

Using this model we can better understand why some people are "not responsible" if they are only working at meeting physiological or safety needs.

How do we jump from meeting basic human needs and motivation to community improvement such as litter control? While the community helps provide many of the needs, an individual cannot

contribute much to the community until he reaches the societal and ego needs level. The good community in turn helps people grow to full maturity to meet those needs at the higher levels. A community is a group of people united by agreement as to the things they love and they are therefore interdependent. This sense of belonging that develops in a community tends to be less geograpically defined than in times past. We live in one geographic area, work in another, worship in another, shop in another, and meet socially with people in another. Where is, then, our community? It must be a larger geographic area than where our house is located. Can we care when our community is not geographically confined? Do we feel ownership and therefore responsibility at our home, work, or shopping environment? The answer obviously varies with the community and the people in it.

Can people change, and thus change their community? Obviously, yes; we see change. How does change occur? What does it take to get action? Research has shown "individuals" need a high degree of involvement to make decisions and take action. This is particularly true when "community" needs are considered.

Thus, we need to structure groups where action and involvement can take place. We must recognize:

1. Behavior habits (littering) or (not littering) are acquired (habits are constructive ways of meeting the demands of life). Habits have their origins in consciously-made decisions.

2. Attitudes are habits of thought.

Therefore, habits are made up of attitudes and action over time.

Changing Attitudes

1. Recognize habits for what they are.

2. Substitute a more effective habit for the undesirable one.

The Cooperative Extension Service and other educational institutions have worked with youth groups for many years in developing positive attitudes toward litter control and good citizenship in general.

Many community efforts have focused on youth as the cause and cure for all litter problems. There is some evidence that this is not all off base. William Finnie on litter research in Philadelphia learned that certain groups including young people did litter more than others. But in my judgment it would be a mistake to lay the burden of cleanup totally on young people. To be most effective, youth need positive role models from all sectors of the community. For real change to occur it takes a reinforcement of many community groups.

Community cleanup programs do help. Finnie and others have demonstrated clean areas prevent littering. In one study the rate of littering was reduced from 46 percent to 31 percent. The greater the sense of community, the less littering is observed. Even campers in tight, "temporary communities," tend not to litter until check-out time nears.

We also know it takes more of an incentive to cause cleanup of trash than to prevent it in the first place. LaHart and Bailey reported in a study (The Journal of Environmental Education) on "Reducing Children's Littering on a Nature Trail" that simply making children in the group "aware" of the littering problem nearly ended littering.

During the same experiment a request to "help" by picking up the salted trail produced almost no results. If an incentive, such as a free movie ticket or if patches and pins were offered, over 90 percent of the litter was picked up and returned. Even with the additional incentives it was most effective when leadership in the group started the pickup and the others followed as something that was the right thing to do. So it would seem feasible to rely on Maslow's hierarchy of internal needs for "not littering." But it would follow that we usually need additional incentives for an individual to actually pick up litter. These incentives can sometimes be provided by civic clubs and groups.

In communities, we need to involve community institutions to cause change. These institutions include families, churches, lodges, clubs, and countless other agencies that help fashion ideas on acceptable behavior.

In feudal England, all peasants grazed their animals on the village green known as "the commons" but it did not take long for each peasant to learn that he could maximize his own situation by grazing even more of his animals on this common land. In a short period, the commons itself became overgrazed and destroyed for all. Finally it was decided each had to give up certain grazing rights in order to enjoy even a small share. We need to once again and continually show we still share the community as a commons.

It has almost come as an assumption that all civic duties are a governmental duty. Government has grown to the point where a majority has indicated a need to cut back; get to the basics, return to local control and responsibility. Local governments are strapped for money and many tasks that need to be done will not be done by government. Simply stated, with potholes and bridges crumbling, little money will remain at the local government level for picking up litter. Civic responsibility can cut government expenditure by: (1) preventing littering, and (2) picking up litter in cleanup campaigns.

HELP! FROM ODNR OFFICE OF LITTER CONTROL

Beth Marshdoyle

AUDIO

In July, 1980, a comprehensive litter control and recycling law was enacted by the Onio General Assembly.

Ohio's new litter control law addresses all forms of litter. Litter is paper, automobile parts, bottles, cartons or anything else unsightly or unsanitary that is thrown or discarded in Ohio or in or on Ohio's waters.

The Office of Litter Control was created in the Ohio Department of Natural Resources with the purpose of developing and successfully carrying out Ohio's new comprehensive litter control program.

Funding for OLC is generated from a two-tier addition to the Ohio corporate franchise tax. Two-thirds of all incorporated businesses in Ohio contribute to Ohio's new litter control program. A second tax is paid by all manufacturers and sellers of litter stream products, e.g. manufacturers of glass, paper, etc. The revenue from the two-tier addition to the corporate franchise tax is expected to generate 10 million dollars annually by 1983.

The program developed by the OLC is divided into three sections of responsibility.

1. Community Grants
2. Technical Assistance
3. Public Education

The Technical Assistance Section is responsible for research, conducting a litter survey and promoting recycling as well as enforcement of litter control laws. The Technical Assistance staff has already met with recycling center operators and has distributed a questionnaire to recyclers on center operations. Approximately 800 forms were sent out and currently have information on over 400 centers.

A litter survey on the amount and composition of litter on Ohio's roadways and recreation areas has been completed.

Recycling and litter control information is handled through a computerized system. This information is available by calling 1/800/282-6040.

The Technical Assistance section also has safety equipment available for litter pickup activities.

The Public Education Section has implemented an educational program designed to make Ohioans more aware of the littering problem, change attitudes and behavior, and stimulate Ohioans to become actively involved in litter reduction efforts.

The education specialist has developed education packets for 4, 5, and 6 grades and they are available for presentation to schools.

Over 700 schools are now participating in litter control efforts with the use of the education packet.

A public relations effort has included the development of a Speaker's Bureau with speakers from interested groups and private industry.

A service of the public education section includes the writing of articles and feature stories for communities and trade organizations requesting them.

The production of creative radio and television commercials has also been a major responsibility of the Public Education section.

A total of 900 billboards have been placed across the state with space donated. There were 176 bus cards placed in six major cities.

Since the intent of Ohio's litter control program is to place emphasis on community based litter control programs, funds are being awarded to communities for local litter control and recycling projects. These grants are being administered by the Community Grants Section.

For the first funding cycle--grants totaling $1.35 million were awarded to 34 communities. Some programs funded by the Ohio Litter Control program include:

1. Litter containment programs
2. Programs working closely with schools
3. Expansion or creation of recycling centers

As you can see by this overview, the OLC has accomplished a lot over the past 11 months. This kind of comprehensive support and involvement is what Ohio needs to solve its litter problem, revitalize its cities and bring more industry to this state.

ODNR
Ohio Department of Natural Resources
OFFICE OF LITTER CONTROL
Fountain Square • Columbus, Ohio 43224 • (614) 268-6333

SERVICES AND MATERIALS AVAILABLE FROM THE
OFFICE OF LITTER CONTROL

A. Public Education Section
B. Technical Assistance Section
C. Community Grants Section

A. PUBLIC EDUCATION SECTION

Services

1. Public Education Specialists are available to meet with local communities and organizations to provide assistance in developing and implementing local litter prevention education programs.
2. An Education Specialist is available to give presentations about litter control and recycling to representative student bodies within schools or a school system. Also, assistance is available to individual schools in designing litter control or recycling projects to meet a specific school's needs.
3. Speakers are available through the Office's Speaker's Bureau to discuss various aspects of litter control and recycling and the programs and activities of the Office of Litter Control. Requests for speakers should be made through the Public Education Section.
4. Office of Litter Control speakers are available for radio and television talk shows, special programs and news interviews.

Materials

1. CLEAN UP OHIO LITTERALLY logo sheet with guidelines for use and PMS colors. This is a three-color logo which may be used in one or two colors. The CLEAN UP OHIO LITTERALLY logo is the official identity symbol of the Office of Litter Control and may only be used in accordance with litter prevention and recycling activities authorized by the Office of Litter Control.
2. Articles concerning the programs and activities of the Office of Litter Control are written on request for specific audiences and publications. Please allow four weeks for preparation of a particular article. Accompanying black and white or color photographs for publication are also available.

3. 30- and 60-second versions of the "Ohio Looking Good" song are available for use in local radio public service announcements to promote a one-time litter control or recycling activity or event. These radio "donuts" have an audible hole in the middle of the tape which allows for a local announcer to record the message.

   The radio psa's are part of the CLEAN UP OHIO LITTERALLY statewide campaign which also includes television psa's, newspaper public service filler advertisements and outdoor displays.

4. 9" by 12" litter bags with the CLEAN UP OHIO LITTERALLY logo.

5. Tee shirts in tan or light blue with the CLEAN UP OHIO LITTERALLY logo. There is a $3.00 charge per shirt plus a 10% charge for handling and postage. To purchase tee shirts contact: The Division of Geological Survey, Publications, Building B-1, Fountain Square, Columbus, Ohio 43224, (614)466-5344.

6. Color slides illustrating various aspects of Ohio's litter control and recycling program are available for duplication.

7. Limited quantities of all Office of Litter Control publications are available without cost.

8. A single projector slide presentation on the Ohio Litter Control Program is available through the Speaker's Bureau.

9. Education Activity Packets are available for use by 4th, 5th and 6th grade teachers as supplements to existing curricula. The packets contain a filmstrip and cassette recording, recycling poster, and facts, puzzles, cartoons, litter control projects, surveys and more. Packets are designed to be used by students with a teacher's guide.

10. Education Activity Packets will be available in February 1982, for primary grades. Packets will include a filmstrip and cassette recording, curricula supplements and teacher's guide.

11. Films exploring various litter control and recycling topics will be available for viewing through ODNR's Film Library. Films available at this time are: "Pitch In" starring Jonathan Winters (grades 4, 5 and 6); "Meecology," produced by McDonalds (grades 4, 5 and 6); and "Neatos and the Litterbugs" (grades K-3).

12. A Resource Bibliography for teachers is available and includes litter control and recycling information which is available from specific sources. Textbooks and trade books which contain valuable information are cited.

13. 30-gallon trash bags are available in limited quantities for organized roadside pickups.

B. TECHNICAL ASSISTANCE SECTION

Services

1. The Technical Assistance staff will meet with local governments and organizations to help in planning and developing community recycling centers. The staff provides information and advice on all aspects of starting, improving and expanding a recycling center, including such areas as: the beginning business plan, market analysis, site location, staffing, equipment needs, advertising and secondary markets and prices.
2. Staff is available to help plan litter pickup projects or programs. The Office has purchased safety equipment to be loaned out to community-sponsored groups and other organizations who want to conduct litter pickup projects. The "pickup kit" will contain the following items: safety cones, vehicle warning lights, first aid kits, safety vests, and hard hats.
3. Technical Assistance staff will help communities identify what litter problems they have and plan litter containment programs to reduce or eliminate those problems.
4. A toll-free recycling hot line will be operating by December 1, 1981. Individuals can call in and find out the location and hours of their nearest recycling center. The Recycling hot line number is (800)282-6040.
5. Staff will provide assistance in the analysis of existing local litter control laws and the development of new local litter control laws.
6. Staff will provide assistance in the development of effective local litter control enforcement programs.

Materials

1. Technical Assistance has prepared a selected bibliography of references in the following areas: starting a business; recycling markets; equipment and safety; public relations, need for recycling; and other community recycling programs.
2. A recycling center business plan outline is available to any individual or organization considering opening or expanding a center.

C. COMMUNITY GRANTS SECTION

Services

1. Grant coordinators are available to meet with local governments to explain and answer questions concerning the grant assistance program, eligibility requirements and the application process. Grants are available for local government litter control program activities including education programs, public information campaigns, law enforcement activities, litter collection and containment efforts, and recycling programs.
2. Grant coordinators will be conducting periodic site visits to grant recipients during the grant period to help answer questions about grant reporting and monitoring procedures, and to discuss obstacles encountered in program progress and any other topic of concern.

Materials

1. Grants Handbook. This handbook provides all grant program application material and procedures as well as general information about the community grant program. Revised handbooks for the next grants application period (June-September, 1982) will be available by April 1, 1982.
2. Grantee sample invoice and financial status report forms.

HOW TO ORGANIZE A CAMPAIGN

John D. Rohrer and Philip L. Grover

Why are some projects flops while others go over the top? The success of any community program that demands group decision making depends on how effectively the program mobilizes human and non-human resources in the action phase. This is often referred to as the process of social action.

> The presentation will not be presented here in full. It was illustrated on fifteen feet of flannel board. See the summary visual. For more information contact your county Extension office or the resource persons at 2120 Fyffe Road, Columbus, OH 43210.

The following is adapted fr[illegible] Beal, Mitchel and others to provide a general outline of process.

Social System

All social action takes place within a social system or systems. Some examples of social systems may be the state, county, community, church, or club. If social action is carried out with maximum efficiency, there must be an understanding of the general social system within which action takes place. Such understanding may encompass unique characteristics of the social system like the power structure, formal and informal groups, institutions, locality groups, social stratification, and the interrelation of these.

Prior Social Situation

In almost all social action programs, there has been some past experience with similar kinds of action programs. Some experiences may have been successes, others failures. For instance, if a group of local people were considering the building of a county hospital, past experiences with county department officials might be a very important consideration in the present situation. Certain power relations, leadership patterns, role expectations and performances, and attitudes among people and groups probably developed out of these experiences. Certain kinds of cooperation and conflict may have developed. This information would be important when planning an action program.

To work intelligently through the social action process we must recognize two things:

1. There is an over-all social system in which the social action is going to take place.

2. We should investigate the past. We should determine the past experience and present situation relating to the program we want to accomplish by social action.

What and Who Starts Social Action

Social action begins when two or more people agree that some kind of a problem or situation exists and that something should be done about it.

Quite often action is initiated by an insider who is closely connected to the system or group. Sometimes there is some kind of force totally outside the system that tries to get action started on a given problem. Perhaps a pressing problem has stimulated some outside force such as a state health education or some federal or state agency representative to become interested in the situation. Bringing the interest of several persons together around the problem is the initial step toward social action.

The Initiating Set

Many times we have people with different but strong reasons for becoming involved in a social action program. They help to define the problem. The people who feel that something should be done about a problem are the initiating set. Quite often the group is not larger than four or five people. These people decide that the problem is important enough for them to do something about it. The initiating set originates action on the idea or program.

The Legitimizers

In almost every community there are certain people or groups whose approval or acceptance of proposed projects is necessary to make things legitimate. This limited group of people seems to have the right, authority, and privilege to approve or reject community projects.

The initiating set usually takes the problem to the legitimizers and asks them to pass judgment on it. The formal legitimizers such as county government officials, city council, or school board members, etc., and the informal legitimizers (key persons who as informal leaders in positions of influence and power may be more important than the formal legitimizers). To by-pass this group usually spells failure! The final legitimizers of any idea are the people themselves. However, before the idea gets to the people, it is best to obtain the approval of key people or groups known as legitimizers. The legitimizers may not help initiate or carry out the action program.

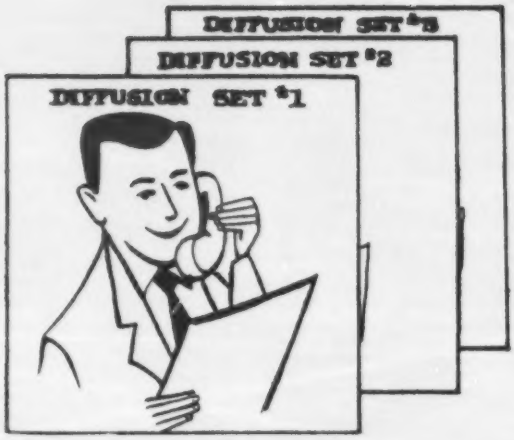
Evaluation

At each stage of the social action process it is important to evaluate the actions taken, projecting forward to immediate and ultimate goals, exploring alternate means, choosing the means, and planning as well as acting in relation to these decisions. Evaluation allows for redirecting or even stopping social action at any point in the process. It actually involves four things:

1. Evaluation
2. Decision (as to the next goal)
3. Planning (for reaching the goal)
4. Action

Objective evaluation and planning should provide a sounder basis for the next step.

Diffusion Set



Thus far the idea or problem, the need, and the motivation to do something about it has been agreed upon by only a small group of people. Both the Initiating Set and Legitimizers have defined the problem as a need worthy of action. At this stage, careful consideration should be given to the selection of those to serve as the Diffusion Set. These people should be able to provide time, communication skills, organization skills, access to many people or groups, and prestige. The "idea people" may not necessarily be the best people to convince others that a problem exists. It is quite obvious that there may be need for many different combinations of people or completely different sets to accomplish this job.

Definition of Need

Once the diffusion sets are ready to function, their task is to make the problem become the people's problem. This is the stage where the problem is really taken to the general public for discussion. Many different techniques can be used to secure the definition of need by the people. One of the most common means is basic education through mass media, community or larger group meetings, neighbors, and personal contacts. Other ways of providing an opportunity for defining felt needs are through surveys, program development committees, demonstrations, tours and information from other groups with similar past experiences, capitalizing on crisis situations, and channeling complaints into action.

Commitment to Action

This stage is often integrated with the general definition of the need. However, it is necessary to emphasize the importance of getting not only tacit agreement that the problem exists, but also a commitment from the people to take action. Such commitments to action can be obtained in terms of votes of confidence, agreement to attend meetings, agreements to act at the proper time, and agreements to pledge so much money and participate in the program.

Goals and Means

After the people agree that a problem really exists and are committed to action, goals must be set up and formalized to whomever this authority has been delegated. These are the goals which the system or group is willing to try to reach to solve the problem. Whatever is sought in accomplishment must be spelled out as to destination, content, and human behavior changes involved.

Once goals are set, there comes the problem of exploring alternate means that might be used to reach those goals. From the range of means, a decision is made as to which ones will be used to attain the goals.

Plan of Work

Within the framework of goals and means, a specific series of actions must be planned. Organizational structure, designation of responsibilities, planning of specific activities, and timing are all parts of this stage.

Mobilizing and Organizing Resources

After the plan of work is formulated, resources must be mobilized and organized to carry out the plan.

Resources which must be found include: (1) time, (2) people, (3) money or credit, (4) physical resources, and (5) whatever else is needed to carry out the plan.

Here again local people have to carry through on the program in terms of time, expense, skill, work, etc.

Launching the Program

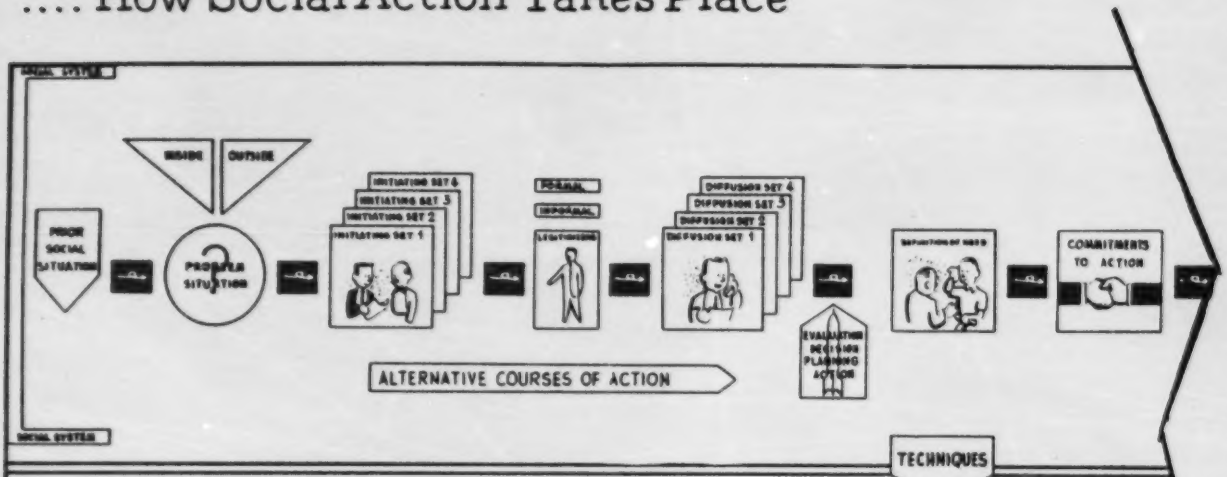
As the procedure moves toward social action, some programs basically break down into sort of a launching process. This launching might take the form of a fund drive, a series of tours, a big kick-off dinner, an advertising campaign, a telephone call network, or a big publicity program.

In accordance with the plan of work, the program is carried out step-by-step. Between each of the action steps, as at all other stages, evaluation is necessary. Finally there is an evaluation of the entire program. Consideration is given to the strong and weak points in the social action program. Evaluation should include the methods used--committees and their operation, human relations skills, conflicts, group relations developed, problems encountered, etc.

Out of the final evaluation usually evolves the next steps, in terms of goals not satisfactorily completed.

Let us remember that social change and social action are constantly with us. Planned social action is not an easy task. It involves carefully thought out goals and methods, broad individual and group involvement, and careful detailed planning. Consideration of these steps should help those involved in the planning and execution of social action programs to do a more effective and efficient job in directing social action toward their chosen goals.

.... How Social Action Takes Place



TECHNIQUES

- ☐ BASIC EDUCATION
- ☐ EXPLOITING CRISIS
- ☐ PROGRAM DEVELOPMENT COMMITTEE
- ☐ DEMONSTRATION OR TRIAL
- ☐ SURVEY OR QUESTIONNAIRE
- ☐ BUILDING ON PAST EXPERIENCE
- ☐ COMPARISON AND COMPETITION
- ☐ CHANNELING GRIPES

THE PROBLEM _____

GROUPS AND INTERESTS INVOLVED _____

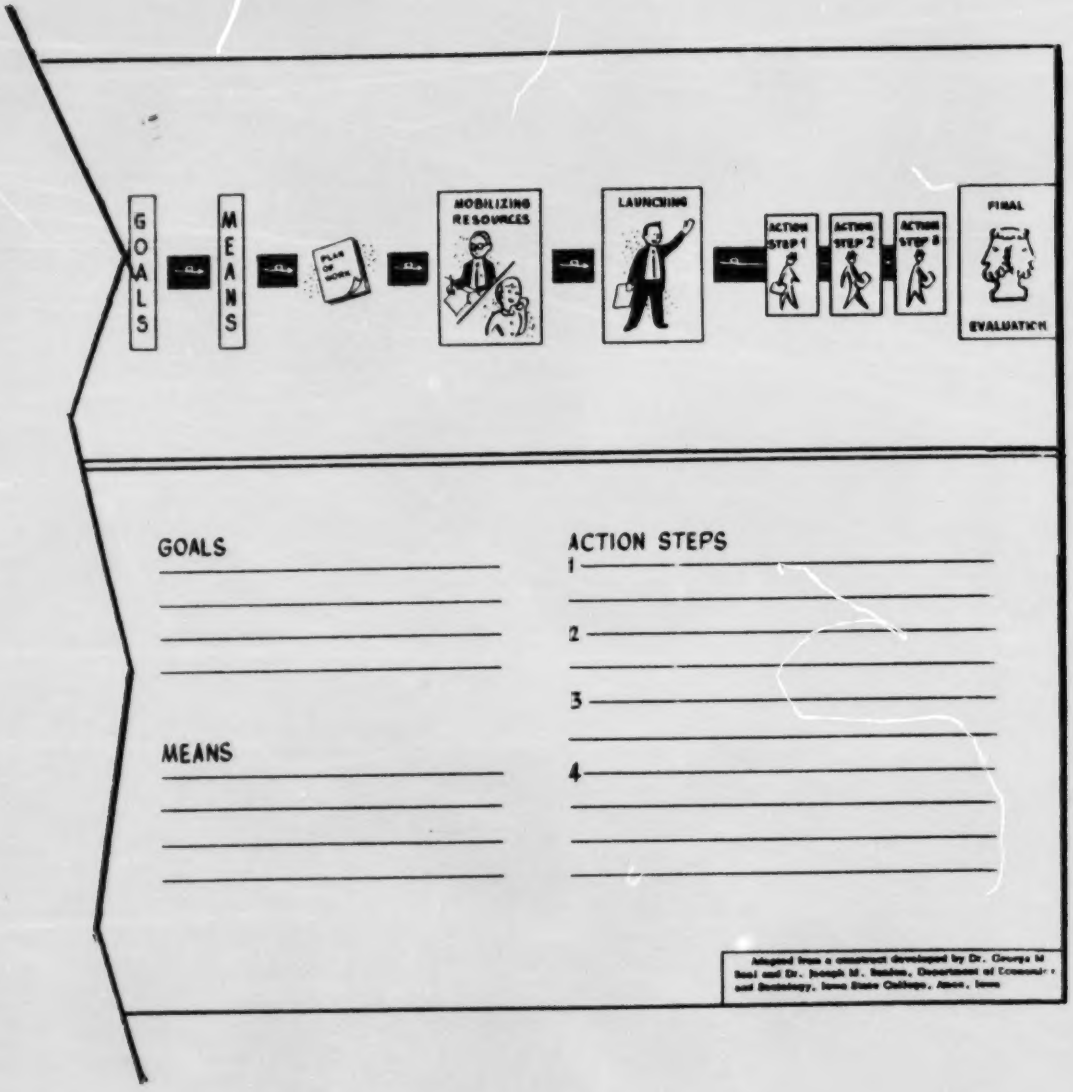
INITIATING SETS _____

LEGITIMIZERS

FORMAL _____

INFORMAL _____

DIFFUSION SETS _____



GOALS

MEANS

ACTION STEPS

1

2

3

4

Adapted from a construct developed by Dr. George M. Beal and Dr. Joseph M. Bohlen, Department of Economics and Sociology, Iowa State College, Ames, Iowa

LAKE COUNTY RID LITTER WEEK

William G. Owen

Lake County's Rid Litter Week began in 1977 as Rid Litter Day. Its purpose was to provide a coordinated cleanup program primarily for youth groups. The program would provide greater recognition and media coverage for groups already engaged in litter pickup, and hopefully encourage other groups to participate.

At first, local officials were asked to identify areas needing cleanup and groups were assigned to these areas. It soon became apparent that groups would rather pick their own area--usually where the group met or a nearby public area. After a storm washed out Rid Litter Day and to accommodate more schedules, Rid Litter Day became Rid Litter Week. To stimulate participation, a contest to design a Rid Litter Decal was established in 1979. The winner receives a $50 savings bond and the winning design is made into a decal which is distributed to each participant. Approximately 400 entries are received annually. In addition to the decal, each group receives a certificate of participation.

Since 1977, an average of 3,000 participants cleanup about 1,000 bags of trash annually. The trash is usually put out for local trash haulers, but the county sanitary waste facility will accept the collected trash at no cost. McDonald's restaurants provided trash bags for the groups for three years (and free food one year). Last year several other fast-food restaurants provided bags.

In 1981, an aluminum can drive was added to Rid Litter Week. Groups competed for bonuses provided by a scrap dealer on a pounds per participant basis. In all, over 86,000 cans were collected.

A litter essay contest was added to the decal contest this year, 1981, but the results were less than spectacular. Also, for 1982, posters advertising the program are being printed.

Coordination for Rid Litter Week has been provided by the Lake County Cooperative Extension Service with assistance from the Boy Scouts, Girl Scouts, and the County Commissioners. Since 1977, over 5,000 bags of litter has been collected from public areas and over 86,000 aluminum cans recycled.

WAYNE COUNTY BEAUTIFICATION

Phyllis Austin

Wayne County has conducted a litter cleanup project for several years. The cleanup project is part of a larger program of the Beautification Committee.

The Wayne County Beautification Committee was formed with the "ultimate goal to encourage greater participation on the part of citizens in those areas greatly affecting their lives and the environment of their homes and neighborhoods, thus making Wayne County a better place in which to live and work."

To accomplish this, a committee was formed of volunteer community leaders representing all geographic areas of the county. The committee developed ideas for programs for townships and communities. Individual committee members and the Cooperative Extension Service staff then served as resources and coordinators for the various projects. In addition, the committee established incentives through an awards program. The first level of the awards program recognized communities or townships for area beautification. The second level recognized citizens who had contributed to making their community a better place to live.

The committee established a "theme" for each program month. In 1980, the program included months designated for emphasis on cleanup, gardening/landscaping, fix up, crime prevention, special projects, education/tours, and finally, awards and recognition. To complement the different themes, various clinics were offered to county residents. Some examples are: crime prevention, landscape and gardening techniques, fix up and repair (how to) workshops.

So it is obvious our program covered a lot more than litter pickup and cleanup. Our idea is that we cleanup our county early in the year (late March or early April) and then through community and individual programs, we instill community pride. This pride will keep our county clean even as we make it a more attractive, more beautiful place to live.

We're very proud of our program and it has taken a lot of work to get it to this stage. Much planning goes into every detail of the program. The committee does much more than just come up with ideas for activities; the committee does most of the "nuts and bolts" pre-event work. We are responsible for making sure all the different communities and townships are coordinated and their programs all run smoothly. If you think that's easy, try to coordinate two groups with their own ideas, let alone a county!

One individual was selected in each township to coordinate the volunteer work. The township coordinator may be a township trustee. If not, he must work closely with the trustees. The trustees provided trucks and drop off boxes for people in their areas to deposit roadside litter they collected. Local business and fast food outlets provided plastic bags. A system of passes to the county landfill were provided by the County Commissioners. They were distributed by township trustees and the Cooperative Extension Service. This provided a one time opportunity for people to clean up their own property in addition to public areas where trash was illegally stashed.

Certain service clubs, and notably the Smithville Ruritan club took responsibility for cleaning an entire township. They assigned volunteers by road number, giving specific directions on the parts to be covered by various teams. Youth groups and particularly 4-H members took part in cleaning their own community roadsides.

Because of county budget constraints, the Commissioners contracted with various farmers to mow the grass along roadsides during the summer months rather than using county personnel. Of course, clean roadsides prevent equipment damage when mowing or doing similar operations. This is just one side benefit of the litter pickup program.

While the project is a lot of work, the work has been worth it. Wayne County never looked as good as it does now.

WAYNE COUNTY BEAUTIFICATION QUESTIONS AND ANSWERS

Comment from Audience: Here in Lake County, we have two months of winter. Spring thaw it looks like a large garbage dump. We have these real cold heavy snows and sometimes garbage is covered up there for two or three months.

A: Right. We found out one thing; I think we get a fair amount of snow in Wayne County. When we planned it, we found you have to get it as soon as the snow thaws before the grass comes up. If you wait too long, then you have grass so you can't see the winter trash. There's a fine line there, you have to know your area and know your weather conditions.

The Ruritan Club in Greene Township, I know, has their cleanup set for the first week in April. They don't wait much longer than that; they have done that for about 10 years now. They have the township all mapped out, they know exactly what they're doing. They have a really good program. We set a roll-off box--if anyone wants to talk to me later, I'm not pushing any brands, our company uses all of these. A roll-off box is a larger box, about 42 yards. We set open tops in the townships.

If you get your people, your volunteers like Bill said, recognize them when you're done. We gave certificates, we gave different awards to the kids, different awards to the Commissioners. You have to recognize the people who help you. There's a lot of free help out there--there's a lot of free advertising--if you just know how to get to it and how to find it. You just have to start working and pitch in. We found we got open time on the radio, the newspapers helped us, schools helped us, and I think that's what makes our program a success. We didn't stick just with litter for two weeks; we also used our beautification committee and made it year around. We took gardening, we took painting and emphasized different things throughout the year. It all ends up making a county look nice. Planting flowers, planting trees, it all helps.

Q: I was wondering more about the details of your green box program and if it was unsuccessful, why, and secondly, how was it financed?

A: It was financed by Commissioners and Township Trustees. The township paid so much and the Commsssioners paid the rest. The reason it failed was: we only had two townships doing it. And everybody in every other township and every other county liked the program. It was set up to be dumped once a week and it ended up being dumped every 24 hours, seven days a week. It got to be ridiculous. We had those boxes sitting out and people used them--but you need a whole state to go that way. You can't even take one county and go that way! You would have them coming from neighboring counties. Anybody that finds out there's something free even if they have to drive 50 miles, they'll do it.

It would have worked. Now in Baughman Township, they have a roll-off box sitting next to the township house and they charge a small amount which takes care of their dumping fee and helps pay for their box. That has gone over very well. They have regular hours when someone is there with it.

Q: Is that open to residents of other townships if they are willing to pay the fee?

A: Yes, I think how it is stated in the township, inside the township, they might have tickets, outside the township they pay cash.

Q: Is there a higher fee for the out of township residents?

A: Yes, but that program has been in since 1973 or 1974 and they are really happy with it. The other townships around that helped with the green box are afraid to try anything because they're afraid they'll have trash sitting around on their lots again from people who keep on coming. But surprisingly during the beautification program, when the box is full, they stop!

Q: Who operates your landfill? Is it a publicly owned land fill?

A: Yes, the Commissioners took over the landfill two years ago. For us, it's 25 miles one way. It's on one end of the county, we're on the other. We, at our company, have a container sitting out front and we let people who live out in the country, where we might not service, we let them bring their trash to our garage and put it in our containers and we take it to the landfill. With the rural community, as a hauler, it's hard to service everybody. I can see it both ways. People call and say "Don't shut us off, keep the business going. We don't want trash on the roadside." But then on the other hand, the mileage and gas and the fee we'd have to charge to go out in that is really high. I would like to see more counties go to a program like Baughman Township.

Q: Is there any part of Wayne County that are not serviced by any type of pickup at all?

A: There are three townships that I know of that are not serviced. There are other townships that are serviced only in part.

Q: These townships that provide the green boxes, do they make any special provisions for white goods?

A: When we have that, they put the white goods right beside the green box.

Q: You mean people bring them to the township property and it was part of the township agreement with you to handle those things also? Is it only for a certain amount of time or what?

A: No, you're thinking about county cleanup. On the county cleanup we make the arrangements that for any large items they can get a pass to the landfill. Now we accept quite a few large items in regular working. We accept none of these larger items on the cleanup--we use smaller green boxes. So we said no white goods. Some of the townships offer their own trucks which sit beside the box for these larger goods.

Each township works within its own means. If a resident has a large good that they need disposed, the township works it out themselves. Now for Green Township, when they put in the roll-off box the white goods and everything goes right in that.

Q: What kind of a fee are you talking about to rent a roll-off box?

A: Right now it is roughly $100 a pulling price for 42-yard box, and $75 a month rent.

Q: What do you mean $100 a pull?

A: Everytime the truck goes--everytime the box is full--that's a pull. Everytime the box needs to be emptied, it's $100.

Q: Then it's $75 rent.

A: Now that's not including an compactor unit to hook up to the box. There are a lot of different programs the township trustees can look at. Baughman Township owns their compactor unit. But you don't buy the 42-yard boxes.

Q: What size population or what size area would you recommend for a program such as that?

A: With the compactor box?

Q: What would make it economical: What size area or what amount of people?

A: Of course, the more population you have, or the more area, the cheaper it would be.

Q: I guess what I mean is, is there a place where it becomes so busy or there's such a large volume that would be more feasible to go to an in-service or residential pickup?

A: Yes, I'm talking about all rural or small villages. In that sense it is more feasible for them to have a roll-off box or a packer box than a residential pickup. There are too many miles to work out. For example, Green Township has more residents so there is a residential pickup. You need at least 500 stops to make it feasible to service an area.

Q: Five hundred stops per day?

A: No, per route for running an area.

Q: Do you have any idea what a packing box costs?

A: No, I'd be pulling at straws. Mainly anybody who goes into the packing business usually purchases their own. Sales representatives can give you price quotes.

Q: Are there any standards in buying? One company?

A: No, most boxes are standard (Universal). And any company that services can empty or pull them.

I hope I have helped you a little. This takes a lot of work. If there are more questions, ask me later.

OFFENDER PROGRAMS

Harland Hale

Let me just mention at the outset that offender programs are diverse and extremely complicated; they are in their infancy in the United States in general and especially in Ohio. There are very few programs presently established on any uniform basis throughout this state. However, I have had some experience in the last year or so in working with several communities setting up different programs within various courts to use offenders in all types of public projects.

I will try to make this as clear as possible. There are a lot of legal complications revolving around offender programs and they are extremely diverse; they do take work to implement. They also require that they be initially established by the court. In that we do not have too many court representatives here, I think a committee; a Litter Control Advisory Council, may be instrumental in talking to the court to set one up. But it is something that must be established in the court.

There are four different types of offender programs I would like to mention today. I will give just a brief overview of each and then take questions.

The adult offender program is currently viable and legal in the State of Ohio. The juvenile offender program and juvenile work programs are essentially one in the same thing. Third is a work-project, or a work-fare type organization through the county welfare department that is a viable alternative, and finally, there is a proviso in the new state Litter Law which authorizes a judge to sentence a litter offender to litter pickup.

First of all, offender programs basically revolve around community service duties. Community Service work is instituted through some sub-division of local government. The State of Ohio, by statutory authorization, requires supervision; in other words, there must be a representative from the engineers department, from the community service department, from a non-profit association whatever the organization might be that is responsible for supervising the offenders.

County jails are probably the number one problem in the state. There is currently all kinds of legislation in the statehouse regarding capital improvements for jails and criminal justice facilities. One of the problems regarding jails is that new regulations required of jails are so extensive that many jails are inadequate even though they may be only five years old. They must be modified to comply with the new regulations (legislation).

For instance, the new legislation recently enacted require every person be provided a separate cell. That is the kind of thing going through the jail system so it is extremely difficult to keep up to the standards required. My main focus on this is that if community service suits the crime, there is the substantial benefit of lowering costs and reducing the number of people in jail. One of the ways to alleviate the problem of overcrowding in jails is to institute offender programs. Costs of jail operation are high. Figures indicate that through instituting offender programs, there can be deduction of approximately 2-100 dollars per participant per day in jail expenses, even given the supervision of the work program.

The adult offender program is the most viable program. Last year there was a new statute (2959.02) that permits any person convicted of a misdemeanor to do service duty. The maximum number of hours they can work is 80 hours. They can be referred to the following: county or city health districts; county or city park districts; county or city in general; any division under the county; any municipal organization or divisions other than that corporation; townships; any other political subdivision; any agency of the state; finally, any non-profit, charitable corporation. I think that would also include an organization that wasn't necessarily a corporation--if you're a non-profit group short on man-power, I think this would provide a very effective work force.

The other requirement I've already mentioned is that the offenders must consent to the program. The way that has worked up to this point is a judge will sentence someone to five days in jail and $100 fine or five days in Community Service work. If the person chooses community service work, they will be referred to the probation department or a community service board--the first referral.

The courts should have, at that point, referrals from various departments so they know what positions are open for the following week or month, and the court is able to refer this particular offender to the type of things the offender would choose to do from the positions available.

The person who would actually administer the program would probably be housed in the probation department or, if it is a large enough municipal court, it would be instituted by a separate person. Many programs, in cities, are essentially being run through the city by the criminal justice department of a local university. This has worked out very well; it costs very little for the city to implement. Given the finance problems most cities have, offender programs have picked up where some job functions of the city were not able to be taken care of by the city itself. Of course, one of the concerns and one of the problems that we have had is labor unions. Unions oppose this vigorously in that

free labor is taking place of paid employees. One way to alleviate this is to get an offender's program where the majority of the participants are working for non-profit corporations or organizations. In other words, jobs are done through an entity other than the city. Labor unions might object to work programs. However, offender programs do not have to duplicate the work done by unions. Discussions should be held with worker organizations in the development of the program to avoid potential conflicts.

As I mentioned before, an offender program requires consent. Therefore, I think it is important that when it is instituted there be a binding agreement made between the court and the offender. First, there should be rules and regulations set to guide the conduct required of the offender. Some of the regulations should be for consent--parental or whatever. There should also be a referral slip given so that the offenders know when, where and the time to report so there is no confusion. There should be a form signed saying that the offender is voluntarily entering the program rather than accepting the jail term and/or fine. Of course there can be even a jail term and fine and community service work if the judge deems appropriate. That would be done by the design of the court.

Another nice thing about the community service program, actually required by the legislation, is that the program be organized so the offenders can work around their current work schedule.

Many counties and some major cities have viable supervision on board essentially 24 hours a day, seven days a week. In these cases, there would be supervisory personnel so offenders can work around their 9 to 5 job, or on the weekend.

One alternative for getting supervisory personnel as far as the city is concerned is to find supervision through non-profit organizations. One or two offenders per volunteer on a roadway or in a recycling center, or whatever it may be, would be sufficient supervision for each particular program. Of course, most people work 9 to 5 and non-profit supervision (volunteers) can be handled during off periods as well.

One basic and crucial factor which has probably been the major impediment to offender's programs, would be liability. There has been an extreme amount of concern as to the answer for this type of situation: an offender is sentenced to 30 hours of community service. This person goes out with the Division of Community Parks and Recreation and is put on a lawnmower. If the offender runs over something, or a can spits out from the lawnmower and hits someone--what is the liability of the offender, to the city, and to the third party. That is a real concern. In the law, in section 2950.102 there is a provision requring that this possibility be interred by liability insurance. Working with various programs we have dealt with numerous insurance companies. Many

cities have insured their own employees and the insurance is comprehensive enough to cover the temporary employees. That is something that should be looked at locally. See if the insurance is comprehensive enough to cover offenders who participate.

The other thing that has been done, for a relatively low cost, is to have the court require that the offender pay the amount of insurance. That would at first seem to be a high cost, but really, the programs that some courts have set up are at a relatively small cost--about $10 a person for about a million dollar coverage.

Most court costs now run about $10-$17, an additional $10 can be added, the fine or fee waived, and the insurance is covered. That is viable insurance and it covers liability. You should also be aware that there is currently a bill pending in the state legislature which would exempt community service programs with respect to adult offender's liability. If enacted, insurance will not be required and the whole liability question will be thrown out the window.

That is an overall view of an adult program. It would be initiated by a judge, a prosecutor, or a law enforcement person and it is usually implemented at a low or no cost figure to the court.

The second section is definitely related to offenders programs and that is the program set up for Juvenile Court. Most juvenile courts have offender or work programs now; they are especially appropriate for persons under 18. A judge always has an alternative for a juvenile to do community service. The judge would simply tell the offender, the juvenile, that they are to do 24 hours of community work and leave it up to the juvenile to select the type of work to be done. The court would then have the juvenile report back on what was accomplished during this length time. On a wider scale, or in a larger court, there are particular work projects that need to be accomplished. For example, in some counties there are non-profit recycling centers; the juvenile court can develop a cooperative agreement with the reycling center to allow the juveniles to work at the center. This gives essentially no cost labor to the center and provides the juveniles with a viable place to work, plus help in the recycling effort.

The next program I will briefly mention is the Workfare Program through the Welfare Department. The county welfare department is responsible for the workman's compensation. It does not work out to be much money--usually less than $2 per person. Other county departments would be responsible for the supervision of the work force. By legislation it is required that the recipient work no more than 24 hours a week. That's really all there is to workfare. It would be administered by the Welfare Department which

would refer general relief personnel who are physically able to do this work, to various departments. One supervisor would be required to watch the laborer and get the job accomplished. Some problems could be in a particular department which might not have the supervisor personnel or the workers do not have the expertise or ability to do some of the functions required. That's one problem that must be addressed locally.

A lot of the counties that have tried it have found the workfare programs to operate very well, especially in recycling centers, litter pickup projects, and other beautification programs. Some counties have kept the opinion that it is more hassle than it is worth. It is certainly something to be considered--something that is there, and workfare also has the financial benefit of giving the participant work experience on-the-job. It is a fact that any experience, any type of technical skill improves one's chance of finding a job in the private or public sector.

The final program is the litter program. It is encompassed in the law to which I referred earlier. There are always questions as to whom can enforce the litter law.

One problem in implementing the litter legislation is that Health Departments do not have the power to cite litter offenders. Many township police, sheriff departments, and city police are under staffed and frankly, with the increase of crime, it is difficult for them to focus on litter laws and violaters. Hopefully, individual health departments will be able to make citations, but to transfer power, most courts need evidence of citing currently being given. So they have been hamstrung by the lack of citations. Hopefully within the near future, the legislation will be changed to give the power for citation to the health departents.

Until then, the police must cite litter offenders. We have found it takes 20 minutes for a police officer to write one ticket. One of our concerns is streamlining the general ticket, like one gets for speeding, to facilitate the officer's time. We sent different police departments some tickets we developed and found that we can cut the average time for writing tickets down to 10 minutes. By this, the police officers can cite more people, ideally, litter offenders.

Once a litter offender is in court, experience has shown that sentencing is very similar to that of a minor misdemeanor, even though under state law litter is a misdemeanor of the third degree which is punishable by $500 and 60 days in jail. Even with that, judges are reluctant to give the maximum. Most offenders who are cited for litter, go ahead and plead guilty, pay the fine, and walk out the door. One of the concerns most prosecutors have expressed is that this is increasing their case load. My response is that 99 percent of the offenders plead guilty so prosecutors will never see them. They'll go in on arraignment, plead guilty, pay the fine and leave.

The one thing that is written in the legislation 3 767.99 subsection C is that the court may, in addition to, or in lieu of the penalty provided in this division, require a person who violates the litter law to remove litter from any public or private property, or in, or around waters of the state. In other words, a judge has the specific authority, statutory permission to sentence a litter violator to litter pickup. That's a provision we worked very hard for and we encourage all judges to use. Since it is a misdemeanor, we're talking about a county court or a municipal court--a common pleas court only handles penalty crimes.

In essence, if we try to institute an offender's program, judges and law enforcement personnel must be encouraged to focus on litter violations as well. Obviously, litter pickup and working in a recycling center fits the crime of littering better than any other.

So, if a community would want to set up an offender's program, possibly our office would be able to provide technical assistance in working with the courtroom system and secondly, we could talk to local law enforcement people in terms of techniques and some of the new permissive legislation.

At this point, since the legislation is new, many judges and law enforcement personnel are not aware of it. They may have interest or concerns about it but do not have time to research it.

OFFENDER PROGRAMS, QUESTIONS AND ANSWERS

Q: I have two questions. One pertains to the liability of the courtroom. If you have courtworkers who are injured performing a specific duty, is the city to be held liable? What about time off work, etc.?

A: The best way to cover for that is through workman's compensation. Through the legislation, it does not require, but allows the court to add the costs to the offender's fine. Workman's compensation in this particular offender's program is for employee insurance. The particular length of time, hours, etc. must be checked out for each city for the variable rate of cost. I would suggest that at this time, you have the court add the cost for workman's compensation to cover any damage or liability that might incur.

Q: The second question is litter control on private land including junk cars. This relates to the municipalities' ordinance whereby if there is a complaint filed against a neighbor, the agreement is that they clean it up. Does a citation have to be issued by an officer, or can it be any appointee of the court? For example, a secretary, who then contacts the official.

A: Any citizen can file a litter complaint. But I want to make mention of the concern many cities have about a ten-day notice provided in the legislation. Then upon non-compliance they go to a private contractor and the owner pays for the mowing, the pickup, etc. One of the problems that we have had, and the reason it hasn't gone statewide, is the time lag between the initial contact of the owner and the contacting of the contractor. There is some federal money in major cities, but with the cutbacks in the federal program, given the time lag between the tax and the collection, this has not been very viable. Some prosecutor's offices have gone ahead and sued the property owner or the vacant lot owner for removal. Prosecutors have usually given the option: you'll do it yourself, or we'll have it done and bill you when we get the order from the judge.

We have had very good results by calling the Health Department. In one case an individual was in the process of moving out. He cleaned out all the cupboards and piled them in his back yard. There were bottles, cans and foodstuffs. In about a day, an official from the Health Department handed him a citation.

Q: Did the city clean it up?

A: No, it was the property owner himself. If there is a citation or a notice from the Health Department, then usually most citizens will take care of it themselves.

One comment I'd like to make, our experience has shown that it's lack of experience more than lack of laws that has been the problem with nuisance violations. The laws are on the books, but they've never been enforced. If you could get the community to enforce these, then you'd be in action.

Q: Regarding the adult offender's program, and the juvenile program, could you name communities in Northeast Ohio that are engaged in these programs that we could contact for specific information.

A: Let me refer you to this book. You can get these for free--it's put out by the U.S. Dept. of Justice, The National Institute of Corrections. It is called "Community Service by Offenders." The address to write for copies is: 321st Street, N.W., Washington, D.C. 20534. In this particular book, they have a listing in the back of some of the programs. Now this book is not necessarily outdated, but it is three or four years old. It has some of the programs in Ohio that have been instituted--both juvenile and adult offender's programs--for instance, there is a juvenile restitution program in Summit County. Another close one here is the Court Volunteer Program in Mentor

Municipal Court. Now whether or not those are still working, I don't know, but some of them I've been working with and I know they are good.

To cite one particular program in this state which I'm now working with and knowledgeable of is the City of Columbus. I brought with me some figures from the Columbus Quarterly Review. They started in early March this year after the legislation was in action. At this particular time, they're referring about 25 people per week to seven different city departments. It's been very successful. Seven of the ten judges are currently participating, the other three are not, given the issue of liability. This has provided an extremely viable work force to the City of Columbus to do odd jobs that were not accomplished by city employees. At this particular time, they have one lady who's a criminal justice student at Ohio State University who is paid 20 hours per week on the program; the other students who work on it are part-time--they are not paid but it is partial fulfillment of the job requirement for the criminal justice programs. I think most areas have criminal justice programs so if the university is interested, the professional work then is nearly cost free to the city. When a person consents to service work, they are referred to this woman. She asks them what they want to do and then sees what jobs are available. She actually gives them a referral. It says, for example, appear Monday at 8:00 at the Engineer's Department. Then she lets the Department know how many people will show up and when.

To complete their probation, the offenders must complete their community service. The cooperating department, upon completion simply sends back a short form saying the offender successfully completed the service. It has gotten to the point where they have added additional comments like "What a nice person this was." But again, to ally any concerns about having a "chain-gang" out on the roadside, the judges are very careful to make sure that they're non-violent offenders (those who will not cause any trouble). They have had, I would suspect, by this time 500-700 people. They have had not one injury yet, nor one problem with discipline or people getting out of line. That is basically because they have on the spot supervision. They make sure that the participant stays out of any danger areas. For instance, they're not permitted to drive vehicles, they are not permitted to mow lawns--of course, the union would object if they did otherwise--but as a result of the fact that they do not, there is very little chance they will get hurt, and secondly, the type of person that is placed in the program wants to stay out of jail and will cooperate. So their experience indeed has been very positive.

Just to highlight a few numbers they have figured, based on minimum wage of $3.35, 55 people for the months of May and July, they have figured a personnel savings for the City of Columbus of

$232,499.0. To calculate even more, figure into that $20 per day for incarcerating people in jail. They estimate the cost of implementing the whole program for a year at currently $55,000. So even calculating just the jail savings, you can see there is a tremendous savings any way you look at it--even if you don't look at payment at minimum wage.

As far as I know, the Columbus program is one of the most successful programs to date. The reason for that is one judge is very supportive of the program. He has also initiated legislation for the City of Columbus exempting the entire program for liability.

Q: Is the Work-Fare Program a voluntary program?

A: Yes, it's voluntary in one sense. The legislation 5113.4 in the Revised Code can require people on General Relief to participate in Work-fare as opposed to people on child support and so forth. They can be forced to do that or have funds cut off. But, having represented the Welfare Department in instituting these programs, there are some problems in the Work-fare Program. Among the big problems is that most of the people on general relief want to fulfill their work requirements at the end of the month. So if they have to work 24 hours per month, they all decide to work the last week. So you have no one for the first three weeks, then the last week you've got 2,000! The other problem is that some really don't want to work and usually feel they should be getting more aid. What I'm saying is that there has been a discipline problem with Work-fare programs more than with offenders.

The reason might be that with the offenders, they have a 30 or 60-day jail sentence hanging over their heads. In the Columbus program, one mistake and the program is over--the sheriff comes over and locks them up! It has never happened, but that is their policy and it's made clear. Welfare departments are extremely reluctant to cut a person off from general relief for lack of cooperation. Even though the law provides for that, its very rarely done. I'm not trying to discourage you from work-fare programs but there are some logistics that must be worked out by the welfare departments.

Q: Can a citizen driving down the freeway, if they see someone littering, report them or cite them?

A. One thing that has been done in Ohio, is the solid waste provisions/regulations have a proviso that says you, the citizen are responsible for your garbage from the point that it comes from you house to the point that it hits the landfill. Consequently, if your garbage is found anywhere in between, it is your responsibility to pick it up.

Now there are some questions in my mind and in some other people's minds whether you can really do that, however, it has never been contested in six years that it has worked very effectively. There's a simple form that is sent out by the County Prosecutor to that resident that says your garbage is laying along whatever road. We don't know how, nor care how it got there; here is the regulation that requires you to clean it up in five days or prosecution will be initiated for failure to comply.

Q: Would that be county by county type legislation or can it be statewide?

A: That would be a rule...they don't have a county ordinance because "boards" don't have abilities to make ordinances There's a rule under the state legislation that allows the solid waste management board or a health board to promogate local rules. That rule must be developed by a county board. The Health Board would have authority to do that.

Let me just mention one other thing on conviction when seen. There are different theories of the law with respect to that. The final opinion is that there can be circumstantial evidence--in other words a name in the garbage bag--enough to convict a person independent of the fact that no one saw the person litter. There are a number of judges in the state that will convict a person even though no one saw them on the site. But certainly if I as a citizen saw someone litter and could identify them in court, that certainly is sufficient for conviction. However, the other problem is the citizen being involved in court proceedings. If the law enforcement personnel will issue the citation, you will find that nearly 95 percent to nearly all persons will plead guilty and not even contest it. Since I have been working with the office, I found only one case that has been contested. Make that two, one in Clark County and one in Muskingum County that have been lost. Given the situation, I think it was the prosecution. Don't be concerned, or the police department shouldn't be concerned about citing.

LOW COST APPROACH TO CHANGE

Joe E. Heimlich

In any social action program, commitment and direction are of utmost importance. This Litter Education Workshop is no exception. Those who came are logically the initiators of any subsequent action and might even be members of a steering committee formed to develop a comprehensive program in Lake County (site of program).

To this end, what follows is a summarization of ideas contributed by the workshop participants in a "brainstorming" session. These are ideas about contributions various sectors of the community can make to a Litter Education Campaign and programs these factions can introduce within their social strata. The purpose of the session was to enable the participants to voice creative ideas that might be implemented. Hopefully, the "solutions" derived can be modified and included in any community's educational campaign.

METHODOLOGY

Prior to the program, the moderator (John D. Rohrer) notified resource personnel to serve as discussion leaders and recorders. Each leader was appointed a recorder and the two assumed responsibility as a discussion team. Recorders were given recording sheets developed for these particular questions and briefed on the use of the sheets both in recording discussion and in assisting the discussion leader in flow and progress of the group.

When discussion was to begin, the participants divided themselves (choice involvement) into groups of six to eight and each group was assigned a discussion team. The moderator briefly explained the intent of the session then gave the first question writing major points on a flip chart (for participants reference). The moderator controlled total flow by limiting the time spent on each discussion point; the discussion leaders were responsible for flow within their own groups.

At the conclusion of this program, the discussion sheets were gathered and participants were promised a copy of the proceedings which would include a summary of the "ideas" shared.

Business and Industry

1. Pickup campaigns
   a. Provide supplies (bags, refreshments, etc.)
   b. Provide equipment (vests, road signs, safety gear, trucks, etc.)

2. Minimize packaging
   a. All sizes of companies should be made aware of this need.
   b. Local to multi-state/national should cut down on excess packaging.

3. In-house training (programs by individual businesses)
   a. Property maintenance: cleanup duties listed within job descriptions, outside lot cleanup, garbage emptied regularly.
   b. Snack areas: use aluminum cans only in machines (to be recycled) minimize packaging on vended foods, cleanup assignments for lounge areas.
   c. More stringent beautification regulations, visibility screens around lots, loading zone (e.g. shielded from wind, adequate waste bins, etc.) and landscaping.

4. Environmental education
   a. Focus down to smaller industries, not just large companies.
   b. Affordable, but effective, regulations.
   c. Sponsor recycling and educational programs for schools.
   d. Provide funding for community contests (incentives and awards).

Media

1. High visibility coverage
   a. Reduced cost for goodwill advertising from business industry as it relates to litter.
   b. Increase size and length of articles on litter.
   c. Page location (front over back).

2. Editorials
   a. Geared to cleanup programs.
   b. Supporting campaigns in the community.
   c. Gaining support and labor force for cleanup programs.
   d. TV, radio, press, should all be involved.

3. General
   a. Need for ongoing programs and support of these programs.
   b. Stress education over cleanup.
   c. More Public Service Announcements and better air time (prime time) for them.

Service Groups

1. Support current programs
   a. Supply work force (labor)
   b. Provide supplies (monetary/equipment loan).
   c. Give emotional support.
   d. Sponsor specific programs: cleanup days, contests.

2. Support on-going programs
   a. Maintain enthusiasm and momentum of programs.
   b. Establish programs as a part of the organization structure.
   c. Work with, and within other, organizations' programs.

3. Involve all clubs in the community
   a. Flower clubs: beautification projects.
   b. Service clubs: cleanup projects, educational projects.
   c. Youth clubs: labor force.
   d. Professional organizations: education and support.

Religious Groups

1. Bulletin/Newsletter
   a. Blurbs about the Church's own programs.
   b. Notes about other community programs in which membership can become involved.
   c. Promote and encourage community programs.

2. Incentives
   a. Set examples
   b. Have people cleanup after church sponsored events.
   c. Praise programs the community promotes.

Government

1. Laws
   a Without enforcement, laws mean little.
   b. Stronger enforcement of existing local and state laws.
   c. Create local or city ordinances that allow citizens to "report" violators.

2. Tax Incentives
   a. For business and industry:
      (1) Support and/or develop educational programs on litter control recycling
      (2) Implement waste reduction programs
      (3) Develop resource recovery programs and use recycled products
   b. For individuals

3. Provide markets for recycled goods
   a. Recycle from the government waste (paper).
   b. Tax incentives
      (1) for using recycled goods (or at least no difference between recycled and virgin materials cost).
   c. Use recycled paper.
   d. Zoning regulations for waste disposal and recycling need work.

4. Set examples
   a. Sponsor cleanup campaigns - cleanup days
   b. Provide local support for anti-litter and recycling programs.
   c. Reduce paper waste (local to federal).
   d. Recycle their own wastes.

Many of the preceding questions are idealistic at best and difficult to implement at present, yet they constitute a positive attitude and outlook for solutions to the problem of litter. The overlap of ideas could in and of itself present a logical first-step approach to involving the entire community in a litter education/cleanup campaign. It is up to individuals within the social groups to incite the desire and make known the need for such programming; and it will take only one group to begin before the community as a whole joins in to "Clean Up Ohio, Litterally."